

# THE DEPARTMENT OF STATE BULLETIN

MAY 3, 1941

VOL. IV: No. 97—PUBLICATION 1598

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## General

### FOREIGN TRADE—TWO OPPOSING SYSTEMS

ADDRESS BY RAYMOND H. GEIST<sup>1</sup>

[Released to the press May 2]

MR. PRESIDENT:

I wish, first of all, to express my appreciation of the honor which you have conferred by inviting me to participate in this annual gathering of the Foreign Trade Club of New York University, held jointly with Delta Phi Epsilon, National Foreign Service Fraternity. It is most fitting that young men who are in the universities today and will be the leaders of this country tomorrow, should have every opportunity to evaluate, study, and appraise the issues involved in the great struggle now going on in the world, and to gain, so far as it is possible, an accurate conception not only of the causes but also some idea of the possible ultimate results. The subject, like the struggle itself, is so vast and complicated in its elements that it is not possible in the space of a short address to add much to what has already been spoken and written, not only in this country but throughout the world. On that account I propose to limit what I have to say to a short discussion of the foreign trade of the United States, particularly how it has been affected by the events which preceded the outbreak of hostilities, how it is affected by the course of the war, and finally in what measure the fate of our international commerce is bound up with the outcome of the conflict.

<sup>1</sup> Delivered at the thirteenth annual dinner of the Foreign Trade Club of New York University held jointly with Delta Phi Epsilon, National Foreign Service Fraternity, New York, N. Y., May 2. Mr. Geist is Chief of the Division of Commercial Affairs, Department of State.

The economists of the world in their studies of the numerous problems involved have traced the development of the present international crisis to causes which have affected most radically the structure, not only of international economic relations but in many cases even of society itself. Undoubtedly, the growths of populations and the demands of larger numbers of people in all countries of the world for a higher standard of living and for a larger share of the world's goods, particularly in an age when technical achievements have brought such goods almost within reach of millions who have not had them, have forced governments everywhere to take a hand in affairs which affect the economic well-being of its citizens. Consequently, diplomacy has increasingly become associated with economic and trade questions. This development, namely, the intervention of the government in the complete economic affairs of the state, in itself would not necessarily be a hindrance to the normal commercial intercourse between nations provided that the motives were in the general interest of "welfare" and not "power" economics.

It must be remembered that nations and peoples have been struggling for thousands of years to establish not only governmental and social institutions but also systems of trade and enterprise which afford the greatest good to the greatest number. These evolutions have been slow. Society has been extremely reluctant to throw over systems based upon free enterprise which in the past and over long periods of time, as in the nineteenth century, have been productive of great welfare, wealth, and happiness to

a progressing world. The commercial policy of the United States has been based upon such ancient principles. Throughout the world these principles have found general support; and while many nations have been forced to adopt measures in times of crisis which affected adversely the economic stability of their neighbors, there has not been in any general sense a repudiation in principle of the long-established methods of international commercial intercourse. Indeed, it was not until 1931, when the liquidity panic of that year caused a collapse in the capital market, that in certain countries foundations were laid for the introduction of far-reaching systems of "power" economics which have culminated in the present struggle. While the crisis of 1931 marked perhaps a certain stage in the disintegration of the trading system commonly practiced throughout the world, there is no reason to assert that the whole structure could not have been restored to a healthy basis had international cooperation been complete. However, with growing nationalism in certain countries struggling to seize the helm of state and economic insecurity threatening most countries both from within and from without, there was lacking, owing to numerous deep-seated causes, the necessary vitality among the nations of the world to maintain intact the international economic structure. In looking back upon the events which followed the great war, it is clear that many mistakes have been made in affording readjustment and economic security to those nations most directly affected by the conflict. Not only the measures taken collectively by countries united in pursuit of certain political aims but decisions made individually on the basis of domestic needs and internal policy contributed to causes which eventually led to the present situation.

The outstanding development during this period of disintegration during the last decade was the resolve of certain countries to abandon the traditional principles of international commercial intercourse and link up the economic apparatus to the state's machinery for the accomplishment of the political objectives to which the nation was committed. The actual

measures adopted and put gradually into practice in the realm of foreign trade were regarded by some observers to have been induced by internal necessity and in order to meet temporary situations. The control of foreign exchange, the adoption of import and eventually export quotas, the introduction of bilateral barter arrangements, and finally the policy of the totalitarian governments of drawing certain countries almost to the point of being submerged within the trading orbit of their own states, constituted a departure so radical from what had been the traditional system that the very structure of world trade and its equilibrium was affected. This practice on the part of the totalitarian states went hand in hand through the last decade with the utmost effort to establish autarchial units, the purpose of which was to build up a self-contained economy and establish, with unerring security, unprecedented militaristic strength. Even treaty structure was altered; and arrangements between states made to insure orderly economic relations over a long period of time became short-lived, almost ephemeral; and during this period numerous agreements were made with countries which had economically become, in part, if not wholly, subservient to their powerful neighbor. While this process continued, international economic organization became affected in all parts of the world. Nations which had carried on normal trade with countries which had been drawn into the totalitarian vortex found their markets dwindling and their trade declining. A distinction must sharply be made between the system of exchange control and its concomitant processes adopted and followed as a national policy in international commercial relations and the use of the same devices as a temporary expedient though under compelling necessity. Certain countries in this hemisphere have also adopted exchange control but not in preference to a system of international cooperation in monetary exchange.

The most alarming fact in the development under discussion is that where restrictions, regulations, and discriminatory practices have been deliberately adopted as a permanent policy, no

less has been achieved than the imposition upon a considerable section of the trading world of a system which is incompatible with the welfare of its inhabitants. There are a number of obvious reasons why this country could not accept such a system. It presupposes, first of all, a master state that, over and above its prerogatives of sovereignty, imposes upon all less powerful members a subordinate role, which members are compelled, in fact ordered, to adjust their national economies and productive processes to the needs of the other. This means permanent isolation of such countries from the general system of world trade, a denial of their own progress in the search after higher living standards, and the danger that their common economic status will progressively deteriorate as victims of foreign exploitation. To contemplate this state of existence for millions of people is to envisage a new era of economic enthrallment.

Never in the history of the world has statecraft been more ingenious and inventive in devising means of gaining control not only of domestic economy but particularly of foreign trade for the purpose of attaining self-sufficiency, military and political aims in the international field. Few of the devices used by the totalitarian countries failed to have immediate and far-reaching effect upon the trade of most countries, including that of the United States. Foreign-exchange control reduced the volume of American exports in the earliest stages of the process; quantitative regulations in the form of import quotas soon affected the major exports from this country. The situation was further aggravated by the use of multiple currencies, trading monopolies, exclusive trade arrangements with other states, the bilateral balancing of trade, and the consummation of barter-deals. It became clear to those who closely observed the working of these devices that the aims were not economic but political. This conclusion is most important in establishing the conviction that the use of these devices could be of little use in reconstructing international trade and international economic relations in the post-war period.

As the map of Europe changes and a larger number of European countries go into the red, so far as the foreign trade of the United States is concerned, we no longer need to define the trends in our overseas commerce in terms of exports and imports, favorable and unfavorable balance of trade, and other criteria commonly applied in gauging the shifts in the world's economic picture. Our opportunities to carry on peaceful commerce with nations abroad are shrinking before the advances of armies which, in reality, are not exerting their pressure to assure political conquests alone but are in fact waging economic war primarily on peoples and countries such as ours, whose right to trade in those areas is forcibly denied. Our commerce is exposed to a process of attrition which is bound to extend itself, not only during the present conflict but increasingly thereafter, if the totalitarian method of trading endures, by two persisting processes: the first is by encroachment of arbitrary fiat, the behest of force, damming up the streams of commerce behind dikes of steel; and second by the steady impoverishment of vast numbers of people, though far outside the conquered areas, whose economic existence is affected by the changed order. Retrogressive developments such as these arrest, like the ravages of disease, human progress itself. But it is safe to predict that no arbitrary force is powerful enough to resist the will of the human race to forge onward toward the goal of economic betterment and advancement.

Our foreign trade, since the outbreak of war, has undergone rapid changes, some of which have been in line with our policy of alleviating the effect of the impact of war upon our own national economy, building up national defense, and affording aid to the countries at war with the Central European powers. Besides, action has been started of which the purpose is to support to the fullest extent the economies of nations in this hemisphere, which, like the United States, were immediately affected by the loss of trade with the European countries. This historic program, of which the effects will be to change the course of world events and the des-

tinies of millions of people, is now getting steadily under way. It has perforce changed the character of imports and exports; but the Government's policy has been not to dislodge the established channels of trade and interrupt the exchange of goods with other countries growing out of peace-time needs as far as this is permissible under present conditions. The revision in November 1939 of the Neutrality Act, enabling this country to export arms and ammunitions, has given a tremendous stimulation to our export activity. The enactment of lease-lend legislation and the appropriations made by Congress to carry out the provisions of the bill will further augment the volume of exports in proportion to production of American industry and its expanding capacity. In industrial achievement the success of this country in turning out arms and ammunition to swell this vital export trade is second in importance only to the program of national defense. The major role that exports have played in the present preparedness program cannot be underestimated. Before the United States was aware of the significance of events in Europe, certain countries had caused the acceleration of our defense industries by increasing their imports from America to supplement their own defense-production. This afforded us a start in expanding our own armaments industries during the months that have passed when we might have been profitably producing for our own national interests. The shipping of war materials, in view of the status of the struggle abroad and the policy adopted by our Government and the people of the United States in affording aid to Great Britain and her allies, increasingly lends to our export trade a special character brought about by the exigencies of the national situation. The prospect that this type of commerce will steadily increase as time goes on is forecast by the trend of events abroad. Likewise, the establishment of military bases of defense along the Atlantic seaboard, in the Caribbean area, the Panama Canal Zone, and the outposts of the Pacific will further accelerate the export of defense materials and equipment.

The character of the trade with other countries has been altered by the adoption of export controls which was initiated by an act of Congress approved July 2, 1940,<sup>2</sup> and proclaimed by the President on the same day. Specific articles and materials may not be exported without license. The several subsequent proclamations of the President have expanded the list of articles and materials put under control. This measure has also contributed to factors which change the character of exports and steadily place our commerce abroad on an emergency basis. Besides, the various blockades exercised by the belligerents have had far-reaching repercussions on our foreign commerce. The changes which have necessarily come about, both with respect to the character and the volume of imports, have been largely induced by the necessity for defense. An analysis of the position of raw materials essential to our industrial processes indicates to what extent we are dependent upon commodities found in other parts of the world. Wars affect vitally the accessibility of such materials; and the economic paralysis, which on this account could strike certain of our industries, needs no elaboration. Our Government has been quick to act with respect to this major problem of our import trade. An integral part of the defense program now in progress is to lay in stores and adequate supplies of such materials—the stock-piles which the Army and Navy Munitions Boards have been building up. Importations of this character are being financed by the Reconstruction Finance Corporation. Besides, urgent activity is being developed by various departments and agencies of the Government to establish and develop sources of strategic and critical materials within our own defense area. The loss of imports from countries with which we normally trade has equally dislocated substantial segments of our commerce as well as theirs. Our imports, like our exports, had become affected before the war by the monopolistic practices of the totalitarian states and by their efforts to restrict the ex-

<sup>2</sup> 54 Stat. 712.

change of goods to certain areas and render impossible the triangular and multilateral flow of goods, upon which basis alone world trade can prosper.

The hard times of the present emergency have accentuated as never before the interdependence of the nations in this hemisphere, interdependence not only political and strategically defensive but also economical. Through the far-seeing policy of the President and his great collaborator, the Secretary of State, a basis in friendship has been laid between this country and the other republics in this hemisphere for economic collaboration which will have not only far-reaching and lasting effects upon the industrial and productive characters of the nations of this hemisphere but upon the trade structure of the whole world. These effects will be permanently beneficent to western life. The vast economic resources of this hemisphere have not been fully developed in the face of cheaper production in other parts of the globe and on account of the more ready accessibility of certain basic materials. But now the combined strength, ingenuity, technical skill, and capital of the nations of the Americas are being set in motion to accomplish unprecedented progress wherever the advances may be made. The program for this historical development was couched in firm and clearly worded language at the First Consultative Meeting of Ministers of Foreign Affairs of the American Republics held at Panamá in September 1939. It was resolved that:

"In view of the present circumstances, . . . it is more desirable and necessary than ever to establish a close and sincere cooperation between the American Republics in order that they may protect their economic and financial structures, maintain their fiscal equilibrium, safeguard the stability of their currencies, promote and expand their industries, intensify their agriculture, and develop their commerce."<sup>3</sup>

The intensification of agriculture, the expansion of industries, and the development of com-

merce between the nations of this hemisphere call for the united effort of all our peoples on a scale never before attempted in the history of these continents. While the rest of the world is becoming impoverished and disrupted, it must be our aim to grow ever stronger and more productive in the essential wealth of civilized life so that the standard of living among us shall steadily rise, that out of our abundance the rest of the world, sinking deeper into disorganization and poverty, may draw its means of recovery. A more inclusive expression of the policy which the nations of this hemisphere have adopted and which indicated the immediate as well as the long-term view of our common purpose was contained in the resolution adopted in July 1940 when the Second Meeting of the Ministers of Foreign Affairs of the American Republics resolved to declare:

"One. (a) That the American nations continue to adhere to the liberal principles of international trade, conducted with peaceful motives and based upon equality of treatment and fair and equitable practices;

"(b) That it is the purpose of the American nations to apply these principles in their relations with each other as fully as present circumstances permit;

"(c) That the American nations should be prepared to resume the conduct of trade with the entire world in accordance with these principles as soon as the non-American nations are prepared to do likewise;

"(d) That, in the meantime, the American nations shall do everything in their power to strengthen their own economic position; to improve further the trade and other economic relations between and among themselves; and to devise and apply appropriate means of effective action to cope with the difficulties, disadvantages, and dangers arising from the present disturbed and dislocated world conditions; and

"(e) That the American nations consider it necessary to maintain or improve the normal economic situation established between them in order to assure the preservation or improvement of the position enjoyed in their respective markets.

<sup>3</sup> *Bulletin of October 7, 1939* (vol. I, no. 15), p. 324.

"Two. To strengthen and expand the activities of the Inter-American Financial and Economic Advisory Committee as the instrument for continuing consultation among the American Republics with respect to economic and trade matters and arrangements, having in mind especially the immediate situations which must be met as a result of the curtailment and changed character of important foreign markets. . . .

"Three. Specifically, to instruct the said Committee that it proceed forthwith:

"(a) To cooperate with each country of this Continent in the study of possible measures for the increase of the domestic consumption of its own exportable surpluses of those commodities which are of primary importance to the maintenance of the economic life of such countries;

"(b) To propose to the American nations immediate measures and arrangements of mutual benefit tending to increase trade among them without injury to the interests of their respective producers, for the purpose of providing increased markets for such products and of expanding their consumption;

"(c) To create instruments of inter-American cooperation for the temporary storing, financing and handling of any such commodities and for their orderly and systematic marketing, having in mind the normal conditions of production and distribution thereof;

"(d) To develop commodity arrangements with a view to assuring equitable terms of trade for both producers and consumers of the commodities concerned;

"(e) To recommend methods for improving the standard of living of the peoples of the Americas, including public health and nutrition measures;

"(f) To establish appropriate organizations for the distribution of a part of the surplus of any such commodity, as a humanitarian and social relief measure;

"(g) To consider, while these plans and measures are being developed, the desirability of a broader system of inter-American cooperative organization in trade and industrial matters,

and to propose credit measures and other measures of assistance which may be immediately necessary in the fields of economics, finance, money, and foreign exchange."<sup>4</sup>

I shall not pause at this moment to enumerate and describe the measures which have already been taken under the terms of this resolution, such as the appropriations made by Congress to increase the funds of the Export-Import Bank, which are to be used "to assist in the development of the resources, the stabilization of the economies, and the orderly marketing of the products of the Western Hemisphere"; the credits which the Bank has extended; the measures which have got under way to augment the purchases of strategic materials from other American republics, etc. The steps which have to be undertaken, like other processes in world movements, get under way slowly, because a full realization of the tasks to be performed has not been apprehended by those whose collaboration in the business, industrial, and technical field is necessary. With a fuller understanding of the scope of the conflict which is slowly spreading and gathering momentum, undertakings on vast scales will be launched to carry out the policies which the statesmen of this hemisphere have adopted.

Bound up with the determination of the people of this country and of the other American nations to preserve individual liberty, free private enterprise, and self-government is the unalterable resolve to perpetuate our right of trading throughout the world in accordance with a system of international commerce suitable to our form of government, our institutions, and our concept of law and order. We have steadily followed this system in our dealings with other nations in the past, particularly in the trade agreements concluded on the basis of "the most favored nation treatment". It is our resolve not to abandon this policy.

Furthermore, let me warn against the futile speculations of theorists who would have us

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<sup>4</sup> *Bulletin* of August 24, 1940 (vol. III, no. 61), pp. 141-142.

deviate from sound principles in international trade and espouse methods of dealing repugnant to our way of life. If in the international sphere we reject political and social systems harmful to mankind, we must also repudiate the economic practices upon which they are based.

If we hold fast to faith in our destiny, we shall create an invincible and advancing civilization upon the foundations of our inexhaustible resources and rear a new edifice where enlightenment, based upon material, moral, and spiritual progress, will finally decide the future of humanity.

## American Republics

### RESOLUTION REGARDING REQUISITIONING OF FOREIGN-FLAG VESSELS IN AMERICAN PORTS

The Inter-American Financial and Economic Advisory Committee, representing the 21 American republics, at a meeting at the Pan American Union on April 26, 1941, unanimously adopted a resolution recognizing the right of each of these republics to requisition foreign-flag vessels in their ports. The Under Secretary of State, Mr. Sumner Welles, represents the Government of the United States on the Committee, which was set up as a result of action taken at the Meeting of Foreign Ministers of the American Republics at Panamá in 1939. The text of the resolution follows:

**"WHEREAS:**

"Subparagraph (D) of Article 2, Resolution IV, on economic cooperation, of the Meeting of Foreign Ministers of the American Republics at Panamá in 1939 charged the Inter-American Financial and Economic Advisory Committee with studying and proposing to the Governments the most effective measures for mutual co-operation to lessen or offset dislocations in the trade of the American republics resulting from the present war;

"The commerce of the American republics has normally been carried on in large measure in merchant vessels of non-American powers, many of which are not available for such trade because of the increasing rate of destruction of the means of maritime transportation by the belligerent nations, the consequent increased diversion of such vessels to other trades, and the

prolonged stationing by their owners of a large number of such vessels in American ports interrupting their normal commercial activities; and

"The resulting shipping shortage has prejudiced and is prejudicing the commerce of and among the American Republics, creating a very grave problem for the fundamental right of the nations of the Americas to preserve the trade which is essential to their normal existence;

"Some of the American republics have already been forced to take steps with a view to remedying this situation; and

"Bearing in mind the recommendations of the Inter-American Neutrality Committee, which were adopted by Resolution I of the Second Meeting of the Ministers of Foreign Affairs of the American Republics at Habana in July 1940,

"The Inter-American Financial and Economic Advisory Committee

**"RESOLVES:**

"To recommend to the Governments of the American Republics:

"a. That they declare that the foreign flag vessels in American ports, the normal commercial activities of which have been interrupted as a consequence of the war, may now be utilized by the American republics in accordance with the rules of international law and the provisions of their respective national legislations, in such a manner as to promote the defense of their economies as well as the peace and security of

the continent. The utilization of said vessels may be effected by the American republics either through agreements with the owners of the vessels or by virtue of the right of each of the American republics to assume complete jurisdiction and control over such vessels, and as they may deem it convenient to satisfy their own requirements.

"b. That just and adequate compensation for the utilization of the said vessels be made in accordance wth the commonly accepted rules of international law and the national legislations of each of the American republics. In the determination of this compensation, the damages which might have been caused and the other obligations resulting by the presence of these ships in the ports in which they may be, shall be taken into consideration.

"c. That they reaffirm their full right to the free navigation of those vessels, both in their national and international trade, once they are under the flag of any one of the American republics, and that they agree upon measures tending to facilitate the effective exercise of said right."

## Europe

### REPORT FROM LEGATION IN GREECE

[Released to the press May 2]

A telegram has been received from the American Minister at Athens, Greece, Mr. Lincoln MacVeagh, dated April 29, 1941, transmitted via the German Foreign Office in Berlin, stating that all Americans in Athens are safe and well. The telegram adds that the occupation of the city has been carried out in an orderly and peaceable manner.

### PROPERTY OF GREECE IN THE UNITED STATES

On April 28, 1941, the President signed Executive Order 8746 extending all the provisions of Executive Order 8389 of April 10, 1940, as amended, to "property in which Greece or any national thereof has at any time on or since

April 28, 1941, had any interest of any nature whatsoever, direct or indirect . . ." The text of Executive Order 8746 appears in the *Federal Register* of April 30, 1941 (vol. 6, no. 84), page 2187, and the regulations of the Treasury Department issued April 28, 1941 under authority of this order, appear in the same issue of the *Federal Register*, page 2190.

## The Far East

### VISIT TO WASHINGTON OF NEW CHINESE FOREIGN MINISTER

[Released to the press April 29]

In reply to a query the Secretary of State said on April 29 that Dr. Quo Tai-chi, the newly appointed Chinese Foreign Minister, is in the city for some days on a visit of courtesy and friendship as he goes home<sup>5</sup> to assume his duties as Chinese Foreign Minister. During his courtesy call at the Department April 29 there was a brief general interchange of international information.

A luncheon in honor of His Excellency Dr. Quo Tai-chi was given by the Secretary of State on May 2, 1941, at the Carlton Hotel, Washington, D.C. The guests included the Chinese Ambassador, the Counselor of the Chinese Embassy, the Chinese Military Attaché, the President of the Bank of China (Dr. T. V. Soong), and officials of the United States Government.

## The Department

### COORDINATION OF ACTIVITIES OF THE DEPARTMENT IN ADMINISTRATION OF LEND-LEASE ACT

The following departmental order (no. 939) was signed by the Secretary of State on April 30, 1941:

<sup>5</sup> From his recent post as Chinese Ambassador in London.

"Mr. Lynn R. Edminster, in addition to such other duties and responsibilities as may be assigned to him, shall have responsibility for co-ordinating the activities of the Department relating to the administration of the Act of March 11, 1941 (the Lend-Lease Act). In carrying out this function, Mr. Edminster shall have responsibility for enlisting the collaboration of the interested divisions and offices of the Department, particularly those charged with functions involving the formulation of policies; for initiating and coordinating action; and for establishing and maintaining effective liaison with other interested departments and agencies of the Government. When appropriate, he shall represent the Department on such interdepartmental committee or committees as may be established or maintained for the purpose of coordinating the

activities of the interested departments and agencies of the Government in the administration of the Act of March 11, 1941.

"The provisions of this Order shall be effective as of April 1, 1941, and shall supersede the provisions of any existing Order in conflict therewith."

#### APPOINTMENT OF OFFICERS

By Departmental Order 936, Mr. Richard Pattee was designated an Assistant Chief of the Division of Cultural Relations, effective April 25, 1941.

Mr. George Atcheson, Jr., a Foreign Service officer of class IV, was designated, by Departmental Order 937, an Assistant Chief of the Division of Far Eastern Affairs, effective April 29, 1941.

### International Conferences, Commissions, Etc.

#### EIGHTH PAN AMERICAN CHILD CONGRESS

[Released to the press May 1]

The Eighth Pan American Child Congress is to be held in Washington, D.C., during the latter part of 1941 or early in 1942. In view of the heavy responsibilities of organizing an important international meeting of this nature, the Secretary of State has deemed it advisable to request several Government officials and leaders in the field of child welfare to serve upon an Organizing Committee to formulate and perfect plans for the Congress. Accordingly, he has designated the following persons as members of the Organizing Committee of the Eighth Pan American Child Congress:

Miss Katharine F. Lenroot, Chief, Children's Bureau, Department of Labor; United States Member of the International Council of the American International Institute for the Protection of Childhood; *Chairman of the Committee*

William G. Carr, Ph.D., Director of Research, National Education Association, Washington, D.C.

Henry F. Helmholz, M.D., Professor of Pediatrics, Mayo Foundation of the University of Minnesota, Rochester, Minn. Warren Kelchner, Ph.D., Chief, Division of International Conferences, Department of State

The Reverend Bryan J. McEntegart, Director, Division of Children, Catholic Charities of the Archdiocese of New York, New York, N. Y.

Thomas Parran, M.D., Surgeon General, Public Health Service, Federal Security Agency

John W. Studebaker, LL.D., Commissioner, United States Office of Education, Federal Security Agency

Mrs. Elisabeth Shirley Enochs, Office of the Chief of the Children's Bureau, Department of Labor, *Secretary to the Committee*

This Government is a member of the American International Institute for the Protection of Childhood, with headquarters at Montevideo, Uruguay, and funds for United States participation in the work of the Institute are appropriated annually by Congress. The Governing Board of the Pan American Union and the Council of the American International Institute for the Protection of Childhood proposed that the Eighth Pan American Child Congress be held in the United States. This plan was agreeable to the appropriate officials of the executive departments, and the Congress of the United States indicated its concurrence by making a small appropriation available for the expenses of organizing and holding the meeting.

#### INTER-AMERICAN COMMISSION ON TROPICAL AGRICULTURE

[Released to the press May 3]

The Governing Board of the Pan American Union at its meeting held on June 5, 1940 recommended the creation of an Inter-American Commission on Tropical Agriculture to study recommendations of the Eighth American Scientific Congress concerning the establishment of an Inter-American Institute of Tropical Agriculture and the promotion of rubber production in the Western Hemisphere.

The Governing Board recently requested the United States to designate a representative on the Commission. The President has now approved the designation of Dr. Earl N. Bressman, Assistant Director, Office of Foreign Agricultural Relations, Department of Agriculture,

as this Government's representative on the Commission.

[Released to the press by the Pan American Union April 30]

The Inter-American Commission on Tropical Agriculture made public on April 30 an offer it has received from the Government of Venezuela of 4,000 acres of valuable agricultural land for the establishment in Venezuela of the Inter-American Institute of Tropical Agriculture, following a meeting held at the Pan American Union.

The property offered by Venezuela for the location of the Institute is situated about two miles from Puerto Cabello and includes forest, farm, and pasture lands. The property is crossed by a paved highway. A railroad line also crosses the property, connecting it with Caracas, La Guaira, Valencia, and Maracay. The Government has also offered to hold in reserve an additional 6,000 acres for the future expansion of the work of the Institute.

The establishment of an inter-American experimental center dedicated to the teaching of agriculture and the carrying out of research work on plant diseases, soil studies, seed improvement, etc., was originally proposed at the First Inter-American Conference on Agriculture, which met in Washington in 1930.

The Eighth American Scientific Congress, which met in Washington in May 1940, endorsed this proposition and recommended to the Pan American Union the creation of a special commission to study the matter with a view to putting the Institute into operation as soon as possible. The commission was created in June 1940 by the Governing Board of the Pan American Union and has been meeting regularly at the Pan American Union. It consists of representatives of Brazil, Bolivia, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Peru, Venezuela, and the United States.

## Traffic in Arms, Tin-Plate Scrap, Etc.

### MONTHLY STATISTICS

[Released to the press May 31]

**NOTE:** In the tables set forth below relating to arms export licenses issued and arms exported, statistics concerning shipments authorized and made to the British Commonwealth of Nations, the British Empire, British mandates, and British armed forces elsewhere are not listed separately but are combined under the heading British Commonwealth of Nations.

The figures relating to arms, the licenses for the export of which were revoked before they were used, have been subtracted from the figures appearing in the cumulative column of the table below in regard to arms export licenses issued. These latter figures are therefore net figures. They are not yet final and definitive since licenses may be amended or revoked at any time before being used. They are, however, accurate as of the date of this press release.

The statistics of actual exports in these releases are believed to be substantially complete. It is possible, however, that some shipments are not included. If this proves to be the fact, statistics in regard to such shipments will be included in the cumulative figures in later releases.

#### ARMS EXPORT LICENSES ISSUED

The table printed below indicates the character, value, and countries of destination of the arms, ammunition, and implements of war licensed for export by the Secretary of State during the year 1941 up to and including the month of March:

Country of destination	Category	Value of export licenses issued	
		March 1941	3 months ending March 31, 1941
Aden.*			
Angola.....	V (1)	\$4,400.00	
	(2)	120.00	
Total.....			4,520.00

Country of destination	Category	Value of export licenses issued	
		March 1941	3 months ending March 31, 1941
Argentina.....	I (4)		\$443.00
	III (2)		60.00
	IV (1)		5,554.00
	(2)		6,375.00
	V (1)		1,900.00
	(2)	\$25,878.00	33,348.08
	(3)		27,465.76
	VII (2)		51,390.00
Total.....		25,878.00	126,535.84
Australia.*			
Bahamas.*			
Belgian Congo.....	I (1)		98,051.00
	V (2)		7,240.00
Total.....			105,291.00
Bermuda.*			
Bolivia.....	I (4)		155.00
	IV (1)		864.00
	(2)		554.40
	V (1)	1,400.00	1,400.00
	VII (1)	722.00	722.00
Total.....		2,122.00	3,695.40
Brazil.....	I (1)	47.50	480.50
	(2)		55.25
	(4)	1,587.70	1,710.70
	III (2)		60.00
	IV (1)	295.00	45,779.50
	(2)	1,683.00	7,585.00
	V (1)	304,964.00	308,564.00
	(2)	9,569.26	24,280.96
	(3)	60,371.00	83,792.00
	VII (1)		21,180.00
Total.....		378,517.46	493,490.91
British Commonwealth of Nations, the British Empire, British mandates, and British armed forces elsewhere.....	I (1)	11,408.43	2,306,270.01
	(2)	3,483,262.06	14,627,974.29
	(3)	7,382,095.00	15,169,058.50
	(4)	20,265,341.63	85,407,030.15
	(5)	294,492.00	1,572,518.68
	(6)	1,350,000.00	1,440,000.00
	II		50.00
	III (1)	35,021,589.00	157,528,183.07
	(2)	14,021.33	64,901.87
	IV (1)	18,524.92	1,602,675.96
	(2)	3,258,715.44	3,496,364.37

\*See British Commonwealth of Nations.

Country of destination	Category	Value of export licenses issued	
		March 1941	3 months ending March 31, 1941
British Commonwealth of Nations, etc.—Continued.	V (1)	\$558,375.00	\$574,625.00
	(2)	16,989,210.70	45,178,797.08
	(3)	5,328,963.57	40,236,279.74
	VI (2)	205.00	2,449.00
	VII (1)	4,518,498.59	5,871,005.79
	(2)	159,743.00	430,119.50
		98,654,445.67	375,688,303.01
	Total.....		
British Guiana.*			
Burma.*			
Canada.*			
Chile.....	I (3)		38,080.00
	IV (1)	575.00	584.60
	(2)		3,687.31
	V (1)		2,100.00
	(2)	7,066.00	27,399.00
	(3)	9,787.75	32,102.75
	VII (1)	388.80	388.80
	(2)		12,808.92
		17,817.55	117,241.38
China.....	I (2)	5,099.25	5,099.25
	III (1)		6,307,732.00
	(2)		2,500.00
	V (2)	12,600.00	15,775.00
	(3)	987,700.00	987,700.00
	VII (2)		245,002.64
		1,005,399.25	7,563,808.89
Colombia.....	I (4)		17.00
	IV (1)	987.00	4,417.50
	(2)		353.00
	V (2)		70.00
	(3)		24,280.00
	VII (1)		3,575.29
	(2)	49.00	2,749.00
		1,036.00	35,461.79
Costa Rica.....	IV (1)		59.00
	V (1)		22,296.00
	(2)	93.60	1,093.60
	VII (1)		217.20
		93.60	23,655.80
Cuba.....	I (1)	95.00	134.00
	(4)		183.00
	IV (1)		1,375.00
	(2)	1,263.00	5,787.00
	V (2)		1,195.00
	VII (1)	2,091.48	5,940.28
	(2)	12.50	744.50
		3,461.98	15,338.78

Country of destination	Category	Value of export licenses issued	
		March 1941	3 months ending March 31, 1941
Curaçao.....	I (1)	\$36,750.00	\$36,750.00
	(4)	2,325.00	2,435.00
	IV (1)		426.40
	(2)	151.56	190.56
	V (3)	2,000.00	2,000.00
	VII (2)		60.00
		41,228.56	41,861.96
Total.....			
Dominican Republic.....	IV (2)	266.00	266.00
	VII (1)	903.60	903.60
		1,169.60	1,169.60
Ecuador.....	I (1)	83.20	209.30
	(4)	22.00	155.68
	IV (1)	109.00	159.50
	(2)	248.00	1,788.00
	V (3)		30,000.00
	VII (2)		91.00
		462.20	32,403.48
Egypt.....	IV (1)		178.50
El Salvador.....	I (4)		22.25
	V (1)	2,000.00	2,000.00
	(2)		170.00
	(3)	3,000.00	3,000.00
	VII (1)	43.20	43.20
		5,043.20	5,235.45
Fiji.*			
Finland.....	V (2)		4,810.00
French Indochnina.....	I (2)		16,000.00
	(4)		17,900.00
	(5)		10,000.00
	III (2)		3,730.00
			47,630.00
Gibraltar.*			
Gold Coast.*			
Great Britain and Northern Ireland.*			
Greece.....	I (3)	309,500.00	309,500.00
	(4)	2,633,100.00	3,168,100.00
	VII (2)		197,335.54
		2,942,600.00	3,674,935.54
Guatemala.....	IV (2)		2,547.00
	V (2)	72.00	1,372.00
	(3)		5,000.00
	VII (1)		194.40
	(2)		1,175.00
		72.00	10,288.40

\*See British Commonwealth of Nations.

Country of destination	Category	Value of export licenses issued		Country of destination	Category	Value of export licenses issued	
		March 1941	3 months ending March 31, 1941			March 1941	3 months ending March 31, 1941
Haiti	IV (1)		\$27.00	Netherlands Indies—Cont.	VII (1)	\$289.00	\$5,762.60
	(2)		14.68		(2)	400,000.00	745,000.00
	VII (2)		.10			1,225,295.10	11,340,186.02
Total			41.78	Total			
Honduras	I (4)		213.00	New Caledonia	I (1)	264.30	264.30
	IV (2)		649.00		(4)	148.08	980.50
	V (1)		20,000.00		IV (2)	47.00	47.00
	(2)	\$169.00	169.00		V (2)		3,522.00
Total		169.00	21,031.00		(3)	28,850.00	28,850.00
Hong Kong*				Total		29,309.38	33,663.80
	V (2)		484.00				
India.*	I (2)			New Guinea, Territory of*			
	Iran			Newfoundland.*			
	V (2)		10,864.60	New Zealand.*			
Total			900.64	Nicaragua	IV (2)	5,194.00	9,311.00
Iraq	IV (2)		5.21		VII (1)	1,360.00	1,360.00
	V (2)		1,170.00	Total		6,554.00	10,671.00
Total			1,175.21	Palestine.*			
Jamaica.*				Panama	V (1)	2,000.00	26,000.00
					(2)	300.00	300.00
Kenya.*					(3)		1,650.00
				Total		2,300.00	27,950.00
Leeward Islands.*				Paraguay	IV (2)		49.00
					V (3)		1,550.00
Mexico	I (1)	106.60	106.60	Total			1,599.00
	(4)	10,049.60	10,937.60	Peru	IV (1)	19.90	19.90
Total	IV (1)		5,281.50		V (1)		5,631.25
	(2)	20,587.02	23,386.02		(2)	11,040.00	38,842.00
	V (1)	40,350.00	250,750.00		(3)		140,069.00
	(2)	8,136.00	18,734.59	VII (1)	1,824.00	3,498.69	
	(3)		8,755.00		(2)	585.00	585.00
Total	VII (1)	324.00	12,135.60	Total		13,468.90	188,645.84
	(2)	21,411.00	30,537.00	Portugal	I (4)		46,112.00
Total		100,964.22	360,623.91		V (2)	150.00	150.00
Mozambique	I (4)		29.60		(3)	5,000.00	20,000.00
	V (2)		422.45	Total		5,150.00	66,262.00
Total			452.05	Southern Rhodesia.*			
Netherlands Indies	I (1)	250.00	250.00	South-West Africa.*			
	(2)	67,500.00	271,500.00	Straits Settlements.*			
	(3)		444,000.00	Surinam	I (1)	27,142.50	27,142.50
	(4)	31,617.40	5,903,015.44		(2)	8,100.00	8,100.00
	(5)	299,000.00	626,310.00		(3)		36,000.00
	(6)		820,000.00		(4)		1,800.00
	III (1)		1,954,940.00	VII (1)	258.40	581.40	
	(2)		750.00	Total		35,500.90	73,623.90
	IV (1)	9,635.00	10,185.00				
	(2)	1,939.47	3,005.94				
	V (1)		5,500.00				
	(2)	390,876.73	467,779.54				
	(3)	24,187.50	82,187.50				

\*See British Commonwealth of Nations.

Country of destination	Category	Value of export licenses issued	
		March 1941	3 months ending March 31, 1941
Thailand.....	I (4)	\$51.83	\$149.93
	IV (1)	1,190.00	2,864.00
	(2)	149.35	374.28
	V (2)	-----	314.11
Total.....		1,391.18	3,702.32
Trinidad.*			
Turkey.....	VII (2)	-----	132,360.00
Union of South Africa.*			
Uruguay.....	I (1)	181.60	181.60
	(4)	352.00	352.00
	IV (1)	-----	231.00
	(2)	1,932.00	4,598.00
	V (1)	2,400.00	24,300.00
	(2)	44.80	550.80
Total.....		4,910.40	30,213.40
Venezuela.....	IV (1)	-----	26,202.00
	(2)	-----	1,883.00
	V (2)	1,300.00	5,202.50
	(3)	-----	24,113.00
	VII (1)	4,443.31	6,089.90
	(2)	-----	3,076.00
Total.....		5,743.31	66,566.40
Grand total.....		104,510,101.46	400,366,892.60

\* See British Commonwealth of Nations.

During the month of March, 504 arms export licenses were issued, making a total of 1,432 such licenses issued during the current year.

#### ARMS EXPORTED

The table printed below indicates the character, value, and countries of destination of the arms, ammunition, and implements of war exported during the year 1941 up to and including the month of March under export licenses issued by the Secretary of State:

Country of destination	Category	Value of actual exports	
		March 1941	3 months ending March 31, 1941
Aden.*	V (1)	\$3,150.00	\$3,150.00
		120.00	120.00
Total.....		3,270.00	3,270.00

Country of destination	Category	Value of actual exports	
		March 1941	3 months ending March 31, 1941
Argentina.....	I (4)	-----	\$453.00
	III (1)	\$33,000.00	33,000.00
	(2)	60.00	60.00
	IV (1)	15.00	7,187.00
	(2)	16.00	330.00
	V (1)	1,900.00	1,900.00
	(2)	15,504.00	46,326.50
	VII (1)	-----	24,750.00
	(2)	-----	8,154.00
Total.....		50,495.00	122,160.50
Australia.*			
Bahamas.*			
Bermuda.*			
Bolivia.....	I (4)	-----	155.00
	IV (1)	-----	864.00
	(2)	-----	547.40
	VII (1)	722.00	1,371.80
Total.....		722.00	2,938.20
Brazil.....	I (1)	90.00	90.00
	(3)	7,175.00	20,250.00
	(4)	269.70	269.70
	(5)	-----	73,924.00
	III (2)	60.00	60.00
	IV (1)	15,198.50	46,482.50
	(2)	2,471.63	2,471.63
	V (1)	216,679.00	256,241.00
	(2)	39,623.80	56,227.90
	(3)	27,162.00	48,430.00
Total.....		308,729.63	504,446.73
British Commonwealth of Nations, the British Empire, British mandates, and British armed forces elsewhere.	I (1)	181,554.42	2,082,496.65
	(2)	2,167,261.56	4,577,875.51
	(3)	601,045.00	2,199,369.00
	(4)	5,745,390.64	10,290,912.72
	(5)	2,615,615.00	3,665,252.00
	(6)	99,385.00	185,065.00
	II	-----	100.00
	III (1)	21,715,052.00	59,336,711.04
	(2)	9,205.00	25,385.00
	IV (1)	264,698.76	714,299.02
	(2)	557,148.12	1,450,858.49
	V (1)	559,387.00	2,102,625.00
	(2)	1,482,331.01	4,318,949.75
	(3)	12,146,357.94	26,670,127.97
	VI (2)	2,095.00	2,244.00
	VII (1)	986,271.80	1,504,341.30
	(2)	63,621.60	265,878.98
Total.....		40,196,419.85	119,392,491.43
British Guiana.*			
British Honduras.*			
Burma.*			
Canada.*			
Chile.....	III (1)	409,560.00	409,560.00
	IV (1)	465.00	1,164.00
	(2)	385.06	650.91

\*See British Commonwealth of Nations.

Country of destination	Category	Value of actual exports	
		March 1941	3 months ending March 31, 1941
Chile—Continued.	V (1)	\$70,517.00	\$138,934.00
	(2)	20,333.00	20,413.00
	(3)	18,087.75	18,087.75
	VII (1)		2,187.00
	(2)	4.92	12,898.92
	Total	519,352.73	603,895.58
China	I (2)	5,099.25	5,099.25
	III (1)		2,604,354.00
	(2)		99,430.00
	IV (2)	1,514.30	1,514.30
	V (1)		34,100.00
	(2)	230,612.00	384,931.00
	(3)	101,450.00	114,270.00
	VII (1)		139,000.00
	(2)		263,500.00
	Total	338,675.55	3,646,198.55
Colombia	I (4)	17.00	35.80
	IV (2)	26.00	959.00
	V (2)		70.00
	(3)	5,000.00	34,280.00
	VII (1)		3,575.29
	(2)		2,700.00
Total		5,043.00	41,620.09
Costa Rica	I (4)		13.00
	IV (1)		125.00
	(2)	269.00	2,513.00
	V (1)		22,286.00
	(2)		3,650.00
	VII (1)	195.00	736.00
Total		464.00	29,323.00
Cuba	I (1)	39.00	39.00
	(4)	21.00	8,565.00
	IV (1)		1,675.00
	(2)	70.00	4,885.36
	V (2)	1,195.00	1,195.00
	VII (1)	2,922.80	3,777.80
Total		4,247.80	20,137.16
Curacao	I (1)		8,500.00
	(3)		15,000.00
	(4)		110.00
	VII (2)	10.00	60.00
Total		10.00	23,670.00
Dominican Republic			1,053.00
Ecuador	I (1)	36.00	36.00
	(4)	21.00	81.00
	IV (1)	109.00	109.00
	(2)	84.00	94.00

Country of destination	Category	Value of actual exports	
		March 1941	3 months ending March 31, 1941
Ecuador—Continued.	V (3)	-----	\$29,812.00
	VII (2)	-----	66.00
Total		\$250.00	30,198.00
Egypt	IV (1)	3,910.00	6,120.00
	(2)	-----	52.00
Total		3,910.00	6,172.00
El Salvador	I (4)	-----	44.00
	V (1)	-----	1,600.00
Total	(2)	-----	500.00
		-----	2,144.00
Fiji*			
Finland	V (2)	1,510.00	1,510.00
		-----	-----
Gold Coast.*			
Great Britain and Northern Ireland.*	I (4)	2,236,390.00	2,264,690.00
	VII (2)	70,122.34	146,632.34
Greece		2,306,512.34	2,411,322.34
		-----	-----
Guatemala	IV (1)	-----	25.50
	V (2)	-----	280.00
	(3)	-----	5,000.00
	VII (2)	-----	1,175.00
Total		-----	6,480.50
Haiti	IV (1)	-----	27.00
	(2)	-----	8.00
Total	VII (2)	.10	.10
		-----	35.10
Honduras			
Hong Kong.*	I (4)	-----	128.00
	IV (2)	-----	435.00
	V (1)	-----	20,000.00
India.*		-----	20,563.00
		-----	-----
Iran	I (2)	7,065.00	40,815.00
	III (1)	78,940.00	78,940.00
	V (3)	-----	7,600.00
Total		86,005.00	127,355.00
		-----	-----
Iraq	I (2)	-----	47,865.00
	V (2)	-----	148,000.00
Total		-----	195,865.00
		-----	-----

\*See British Commonwealth of Nations.

Country of destination	Category	Value of actual exports	
		March 1941	3 months ending March 31, 1941
Ireland	V (2)	\$469.00	\$469.00
Jamaica.*			
Kenya.*			
Leeward Islands.*			
Mexico	I (1)	45.00	45.00
	(4)	888.00	28,388.00
	IV (1)	2,550.00	2,881.50
	V (1)	94,700.00	229,685.00
	(2)	412.00	1,308.50
	(3)		5,564.00
	VII (1)	7,315.25	9,137.00
	(2)	12,481.00	13,205.00
Total		118,391.25	290,214.09
Mozambique	I (4)		29.60
Netherlands Indies	I (1)		186.00
	(2)	181,777.00	408,345.00
	(3)	276,000.00	322,104.00
	(4)	34,645.00	36,587.84
	(5)	373,414.00	492,501.00
	(6)	6,045.00	75,273.00
	II		106,020.00
	III (1)	1,332,108.00	1,809,728.00
	(2)		750.00
	IV (1)	6,427.00	43,324.00
	(2)	135,860.00	139,957.61
	V (1)		160,925.00
	(2)	74,986.00	192,091.65
	(3)		50,250.00
	VII (1)	388.80	658.80
	(2)	30,000.00	30,000.00
Total		2,451,650.80	3,958,701.90
New Caledonia	I (1)		304.00
	(4)	54.00	1,088.86
	V (2)		3,522.00
Total		54.00	4,914.86
Newfoundland.*			
New Guinea, Territory of.*			
New Zealand *			
Nicaragua	IV (2)		4,117.00
	V (1)		3,500.00
Total			7,617.00
Northern Rhodesia.*			
Palestine.*			
Panama	V (1)	2,000.00	19,277.00
	(3)	1,650.00	1,650.00
Total		3,650.00	20,927.00
Peru	IV (1)	19.90	19.90
	(2)		963.00
	V (1)		5,481.00
	(2)	600.00	33,810.40
	(3)	9,214.00	9,214.00

Country of destination	Category	Value of actual exports	
		March 1941	3 months ending March 31, 1941
Peru—Continued.	VII (1)	\$1,241.49	\$1,697.49
	(2)	585.00	585.00
Total		11,600.39	51,770.79
Portugal	I (4)		46,170.18
	V (2)		200.00
	(3)		15,000.00
Total			61,370.18
Southern Rhodesia.*			
South-West Africa.*			
Straits Settlements.*			
Surinam	I (2)	8,100.00	8,100.00
	(3)	36,000.00	36,000.00
	(4)	1,000.00	1,000.00
	VII (1)	387.60	387.60
Total		45,487.60	45,487.60
Thailand	I (1)		20,667.00
	(4)	19.00	19.00
	IV (1)	560.00	1,716.00
	(2)	49.00	161.00
	V (3)		1,000.00
Total		628.00	23,563.00
Trans-Jordan.*			
Trinidad.*			
Turkey	III (2)		19,056.86
	V (2)		46,958.20
	VII (2)		138,714.00
Total			204,729.06
Union of South Africa.*			
Uruguay	I (4)		335.49
	IV (1)		231.00
	(2)	2,418.00	4,133.33
	V (1)		4,882.00
	(2)	500.00	675.00
	(3)		385.00
Total		2,918.00	10,641.82
Venezuela	IV (1)	7,626.00	8,408.00
	(2)	7.00	1,883.00
	V (2)		4,586.50
	(3)		44,113.00
	VII (1)	1,357.84	2,941.79
	(2)		3,076.00
Total		8,990.84	65,008.29
Yugoslavia	V (2)		5,920.00
Grand total		55,469,516.88	131,944,697.37

\* See British Commonwealth of Nations.

### ARMS IMPORT LICENSES ISSUED

The table printed below indicates the character, value, and countries of origin of the arms, ammunition, and implements of war licensed for import by the Secretary of State during the month of March 1941:

Country of origin	Category	Value	Total
Brazil.....	V (2)	\$51.00	
Canada.....	I (1)	304.00	
	(2)	3,010.00	
	(4)	1,116.70	
	(6)	200.00	101,895.7
Costa Rica.....	IV (1)	105.00	
Great Britain and Northern Ireland.....	VII (2)	97,160.00	
	V (2)	1,430.00	1,430.00
	I (2)	7,800.00	
	(3)	2,000.00	
	(4)	70.00	21,895.00
	(5)	12,000.00	
Netherlands Indies.....	III (1)	25.00	
	I (1)	150.00	
	IV (1)	10.00	165.00
Trinidad.....	(2)	5.00	
	I (4)	5.00	5.00
Total.....			125,441.70

During the month of March, 30 import licenses were issued, making a total of 74 such licenses issued during the current year.

### CATEGORIES OF ARMS, AMMUNITION, AND IMPLEMENTS OF WAR

The categories of arms, ammunition, and implements of war in the appropriate column of the tables printed above are the categories into which those articles were divided in the President's proclamation of May 1, 1937, enumerating the articles which would be considered as arms, ammunition, and implements of war for the purposes of section 5 of the joint resolution of May 1, 1937 [see the *Bulletin* of January 11, 1941 (vol. IV, no. 81), pp. 76-77].

### SPECIAL STATISTICS IN REGARD TO ARMS EXPORTS TO CUBA

In compliance with article II of the convention between the United States and Cuba to suppress smuggling, signed at Habana, March 11, 1926, which reads in part as follows:

"The High Contracting Parties agree that clearance of shipments of merchandise by water, air, or land, from any of the ports of either country to a port of entry of the other country, shall be denied when such shipment comprises articles the importation of which is prohibited or restricted in the country to which such shipment is destined, unless in this last case there has been a compliance with the requisites demanded by the laws of both countries."

and in compliance with the laws of Cuba which restrict the importation of arms, ammunition, and implements of war of all kinds by requiring an import permit for each shipment, export licenses for shipments of arms, ammunition, and implements of war to Cuba are required for the articles enumerated below in addition to the articles enumerated in the President's proclamation of May 1, 1937:

(1) Arms and small arms using ammunition of caliber .22 or less, other than those classed as toys.

(2) Spare parts of arms and small arms of all kinds and calibers, other than those classed as toys, and of guns and machine guns.

(3) Ammunition for the arms and small arms under (1) above.

(4) Sabers, swords, and military machetes with cross-guard hilts.

(5) Explosives as follows: explosive powders of all kinds for all purposes; nitrocellulose having a nitrogen content of 12 percent or less; diphenylamine; dynamite of all kinds; nitroglycerine; alkaline nitrates (ammonium, potassium, and sodium nitrate); nitric acid; nitrobenzene (essence or oil of mirbane); sulphur; sulphuric acid; chlorate of potash; and acetones.

(6) Tear gas ( $C_6H_5COCH_2Cl$ ) and other similar non-toxic gases and apparatus designed for the storage or projection of such gases.

The table printed below indicates, in respect to licenses authorizing the exportation to Cuba of the articles and commodities listed in the preceding paragraph, issued by the Secretary of State during March 1941, the number of licenses and the value of the articles and commodities described in the licenses:

Number of licenses	Section	Value	Total
47	(1).....	\$1,003.25	
	(2).....	322.86	
	(3).....	10,868.42	
	(5).....	18,710.95	\$30,905.48

The table printed below indicates the value of the articles and commodities listed above exported to Cuba during March 1941 under licenses issued by the Secretary of State:

Section	Value	Total
(1).....	\$218.00	
(2).....	714.01	
(3).....	5,319.82	\$20,823.63
(5).....	14,571.80	

#### TIN-PLATE SCRAP

During the month of March no licenses au-

thorizing the exportation of tin-plate scrap were issued.

#### HELIUM

The table printed below gives the essential information in regard to the licenses issued during the month of March 1941, authorizing the exportation of helium gas under the provisions of the act approved on September 1, 1937, and the regulations issued pursuant thereto:

Applicant for license	Purchaser in foreign country	Country of destination	Quantity in cubic feet	Total value
The Ohio Chemical & Mfg. Co.	Dr. R. L. Rodriguez.	Mexico.....	20	\$6.50
Corrigan Dispatch Co.	Dr. R. L. Rodriguez.	Mexico.....	21.4	7.00
The Cheney Chemical Co.	Mazza & Co.....	Argentina.....	50	10.00

## The Foreign Service

### PERSONNEL CHANGES

[Released to the press May 3]

The following changes have occurred in the American Foreign Service since April 26, 1941:

Frank C. Lee, of Salida, Colo., Consul General at Amsterdam, Netherlands, has been designated First Secretary of Embassy at Berlin, Germany.

Richard P. Butrick, of Lockport, N. Y., Consul at Shanghai, China, has been designated Counselor of Embassy at Peiping, China.

Willard L. Beaulac, of Pawtucket, R. I., Counselor of Embassy at Habana, Cuba, has been designated Counselor of Embassy at Madrid, Spain.

Maynard B. Barnes, of Vinton, Iowa, First Secretary of Embassy at Paris, France, has been assigned for duty in the Department of State.

Henry S. Waterman, of Seattle, Wash., Consul at Bordeaux, France, has been assigned as Consul at Monterrey, Mexico.

Lewis Clark, of Montgomery, Ala., now serving in the Department of State, has been designated Second Secretary of Legation and Consul at Ottawa, Canada, and will serve in dual capacity.

John H. Lord, of Plymouth, Mass., Consul at Rotterdam, Netherlands, has been assigned as Consul at Amsterdam, Netherlands.

Hiram Bingham, Jr., of New Haven, Conn., Vice Consul at Marseille, France, has been assigned as Vice Consul at Lisbon, Portugal.

John S. Service, of Oberlin, Ohio, Vice Consul at Shanghai, China, has been designated Third Secretary of Embassy at Nanking, China.

W. Perry George, of Gadsden, Ala., Consul at Barcelona, Spain, has been assigned for duty in the Department of State.

Carl H. Boehringer, of Michigan, Vice Consul at Osaka, Japan, has been designated Third Secretary of Embassy at Tokyo, Japan.

T. Eliot Weil, of Pleasantville, N. Y., Third Secretary of Embassy at Nanking, China, has been assigned as Vice Consul at Shanghai, China.

Harry M. Donaldson, of West Newton, Pa., Vice Consul at Lisbon, Portugal, has been assigned as Vice Consul at Marseille, France.

Forrest K. Geerken, of Minneapolis, Minn., Vice Consul at Colón, Panama, has been assigned as Vice Consul at México, D. F., Mexico.

The assignment of Marselis C. Parsons, Jr., of Rye, N. Y., as Vice Consul at Zagreb, Yugo-

slavia, has been canceled. Mr. Parsons has now been assigned as Vice Consul at Lisbon, Portugal.

Elwood Williams, 3d, of New York, N. Y., Vice Consul at Winnipeg, Canada, has been assigned for duty in the Department of State.

Milton Patterson Thompson, of Chattanooga, Tenn., Vice Consul at Habana, Cuba, has been assigned as Vice Consul at Nuevitas, Cuba.

Thomas J. Cole, of Cincinnati, Ohio, Vice Consul at Geneva, Switzerland, has been appointed Vice Consul at Habana, Cuba.

## PROMOTIONS

[Released to the press April 30]

The following Foreign Service officers were promoted effective May 1, 1941:

*From class II to class I*

Erle R. Dickover, of California

Paul Knabenshue, of Ohio

Kenneth S. Patton, of Virginia

Lowell C. Pinkerton, of Missouri

Walter Thurston, of Arizona

*From class III to class II*

Raymond E. Cox, of New York

George K. Donald, of Alabama

Frederick P. Hibbard, of Texas

Robert F. Kelley, of Massachusetts

H. Earle Russell, of Michigan

Clarence J. Spiker, of the District of Columbia

*From class IV to class III*

Parker W. Buhrman, of Virginia

William E. DeCourcy, of Texas

Edwin Carl Kemp, of Florida

Lucien Memminger, of South Carolina

Jefferson Patterson, of Ohio

John Randolph, of New York

Christian T. Steger, of Virginia

Harold L. Williamson, of Illinois

*From class V to class IV*

George H. Butler, of Illinois

Fayette J. Flexer, of Illinois

Raleigh A. Gibson, of Illinois

Julian F. Harrington, of Massachusetts

Edmund B. Montgomery, of Illinois

Austin R. Preston, of New York

Joseph C. Satterthwaite, of Michigan

*From class V to class IV—Continued*

Paul C. Squire, of Massachusetts

George Tait, of Virginia

*From class VI to class V*

Charles E. Bohlen, of Massachusetts

John M. Cabot, of Massachusetts

Walton C. Ferris, of Wisconsin

W. Perry George, of Alabama

Franklin C. Gowen, of Pennsylvania

John H. Lord, of Massachusetts

James W. Riddleberger, of Virginia

Alan N. Steyne, of New York

George P. Waller, of Alabama

James R. Wilkinson, of Wisconsin

Frances E. Willis, of California

*From class VII to class VI*

Ware Adams, of Georgia

Homer M. Byington, Jr., of Connecticut

William W. Corcoran, of Massachusetts

Everett F. Drumright, of Oklahoma

Elbridge Durbrow, of California

Harvey Lee Milbourne, of West Virginia

Harold B. Minor, of Kansas

Harry E. Stevens, of California

Llewellyn E. Thompson, Jr., of Colorado

Mason Turner, of Connecticut

Carlos J. Warner, of Ohio

Thomas C. Wasson, of New Jersey

Eric C. Wendelin, of Massachusetts

*From class VIII to class VII*

Theodore C. Achilles, of the District of Columbia

John Davies, Jr., of Ohio

C. Burke Elbrick, of Kentucky

*From class VIII to class VII—Continued*

Richard S. Huestis, of New York  
 Foy D. Kohler, of Ohio  
 Harrison Lewis, of California  
**F. Ridgway Lineaweaver**, of Pennsylvania  
 Robert G. McGregor, Jr., of New York  
 Maurice Pasquet, of New York  
 George W. Renschard, of Michigan  
 Arthur L. Richards, of California  
 Henry E. Stebbins, of Massachusetts  
 Francis Bowden Stevens, of New York  
 Laurence W. Taylor, of California  
 Clare H. Timberlake, of Michigan  
 Robert F. Woodward, of Minnesota

*From unclassified (A) to class VIII*

William K. Ailshie, of Idaho  
 E. Tomlin Bailey, of New Jersey  
 Glen W. Bruner, of Colorado  
 Andrew B. Foster, of Pennsylvania  
 Norris S. Haselton, of New Jersey  
 Easton T. Kelsey, of Michigan  
 Donal F. McGonigal, of New York  
 Douglas MacArthur, 2d, of the District of Columbia  
 J. Graham Parsons, of New York  
 John C. Pool, of Delaware  
 William P. Snow, of Maine  
 Carl W. Strom, of Iowa  
 Arthur R. Williams, of Colorado

*From unclassified (B) to unclassified (A)*

W. Stratton Anderson, Jr., of Illinois  
 William Barnes, of Massachusetts  
**Aaron S. Brown**, of Michigan  
 Harlan B. Clark, of Ohio  
 William E. Cole, Jr., of New York  
 Herbert P. Fales, of California  
**Forrest K. Geerken**, of Minnesota  
 Jule L. Goetzmann, of Illinois  
 Edmund A. Gullion, of Kentucky  
 Kingsley W. Hamilton, of Ohio  
 Frederick D. Hunt, of the District of Columbia  
 Francis C. Jordan, of North Carolina  
 G. Wallace La Rue, of Missouri  
**Perry Laukhuff**, of Ohio  
 Gordon H. Mattison, of Ohio  
 Roy M. Melbourne, of Virginia  
 John Frémont Melby, of Illinois  
 Herbert V. Olds, of Massachusetts  
 Elim O'Shaughnessy, of New York  
 Paul Paddock, of Iowa  
**G. Frederick Reinhardt**, of California  
 Milton C. Rewinkel, of Minnesota  
 Walter Smith, of Illinois  
 Charles W. Thayer, of Pennsylvania  
 David A. Thomasson, of Kentucky  
 Ray L. Thurston, of Wisconsin  
 Evan M. Wilson, of Pennsylvania  
 William Witman, 2d, of Pennsylvania

## Publications

**HACKWORTH'S "DIGEST OF INTERNATIONAL LAW"**  
**VOLUMES I AND II**

[Released to the press April 27]

There were released on April 28 the first two volumes of the new *Digest of International Law* by Green H. Hackworth, who has been the Department of State's Legal Adviser since 1925.

The last preceding digest on international law prepared in this country was that by John Bassett Moore, published by the Government in 1906. The new digest does not revise earlier digests or incorporate material published in them; instead it deals with material and events originating in the period subsequent to 1906 which have hitherto not been covered by a study of general scope. The work will be of immeas-

urable value to officials of the Government in providing precedents and background for the formulation of decisions on questions of law and policy currently arising, as well as to others who are interested in or who deal with matters pertaining to international law and related subjects. The material has been selected largely from the vast accumulation of diplomatic correspondence of the Department of State; statements by foreign offices and treatise-writers; pronouncements by judicial and administrative tribunals, national and international; international agreements; legislative enactments; etc.

**I**

Volume I<sup>6</sup> contains five chapters. Chapter I deals with the general nature of "International Law", its sanction, its source, its relationship to municipal law, its development, and efforts looking to its codification.

Chapter II, relating to "States and their Governments", deals with the nature and classification of states, the rights and duties of states, and kinds of governments. It includes a section on mandates, a subject peculiar to the period in question.

Chapter III treats of the "Recognition" of states, of governments, and of belligerency. It covers the methods, prerequisites, conditions, and effect of recognition; also the effect of non-recognition.

Chapter IV, on "Territory and Sovereignty of States", deals with methods of acquisition and loss of territory; effects of changes of sovereignty; and changes in the territorial possessions of the United States in the period covered; etc.

Chapter V, on "National Jurisdiction and Territorial Limits", has to do particularly with boundaries, rivers, straits, bays, etc., and the marginal sea, including problems arising in connection therewith.

**II**

Volume II<sup>7</sup> contains at the outset a chapter on "National Jurisdiction" covering such subjects as the supremacy of the territorial sovereign; authority over persons and property within the national domain; legal remedies; police and other regulations relating to such matters as freedom of speech and of the press, religious freedom, and the practice of professions; martial law (not to be confused with the law of war, which is covered in a later volume); punishment for crimes committed outside the territorial jurisdiction; jurisdiction over foreign vessels in territorial waters; the inviolability of territory; and the duty of states to restrain injurious agencies.

<sup>6</sup> Publication 1506.

<sup>7</sup> Publication 1521.

Chapter VII relates, on the other hand, to the "Exemptions from Territorial Jurisdiction" of foreign states, their sovereigns, their military forces, vessels of war, other public vessels and property, and of state agencies or instrumentalities. It reviews the rights of the United States in extraterritorial countries and explains their present status. Finally, the chapter deals with the subject of "Asylum" as another type of exemption from territorial jurisdiction.

Chapter VIII, the final chapter in the volume, is devoted to the subject of "The High Seas and Connecting Waterways." It discusses the important subjects of freedom of the seas, nationality of vessels, and interoceanic canals.

The manuscript for four additional volumes is practically completed. It is intended that there shall be, in all, seven volumes with an additional index volume. Since the basic expense of printing this work is borne by the Department of State, the Government Printing Office is able to offer the book to others at a nominal sum (\$2 for volume I and \$1.75 for volume II) covering only the cost of running off additional volumes for sales purposes.

## Regulations

The following Government regulations may be of interest to readers of the *Bulletin*:

Export Control Schedule No. 5 [covering, effective April 24, 1941, forms, conversions, and derivatives of sole leather (item 3 of Proclamation 2460 of February 25, 1941)]. April 24, 1941. (Administrator of Export Control.) *Federal Register*, April 29, 1941 (vol. 6, no. 83), p. 2171.

Revalidation and Replacement of Non-Resident Aliens' Border Crossing Identification Cards. April 29, 1941. (Immigration and Naturalization Service: Department of Justice.) [First Supplement to General Order No. C-23.] *Federal Register*, May 1, 1941 (vol. 6, no. 85), p. 2214.

## Treaty Information

*Compiled in the Treaty Division*

### AVIATION

#### AGREEMENT WITH MEXICO FOR THE RECIPROCAL TRANSIT OF MILITARY AIRCRAFT

On April 28, 1941, the President proclaimed the Agreement with Mexico to Facilitate the Reciprocal Transit of Military Aircraft through the territories and territorial waters of the two countries signed at Washington on April 1, 1941. The agreement will shortly be printed as Treaty Series 971.

### FINANCE

#### TAX CONVENTION WITH CANADA

The Canadian Government advises the Department that among the resolutions introduced in Parliament by the Honorable J. L. Ilsley, the Canadian Minister of Finance, in presenting the third War Budget on April 29, 1941, was one which reads as follows:

"That the rate of tax imposed by section 9B (2) of the Act (Income War Tax Act) on all non-residents be increased from 5 per centum to 15 per centum and that the exemption in respect of interest payable in a currency other than Canadian be repealed."

It was further provided that the enactment founded on this resolution would come into force on April 30, 1941.

On December 30, 1936 a convention relating to income taxation was signed at Washington between representatives of the United States and Canada (Treaty Series 920) whereby the following reciprocal provisions were brought into force with respect to income taxation of the two countries:

"(a) The rate of income tax imposed by one of the Contracting States, in respect of income derived from sources therein, upon individuals residing in the other State, who are not engaged in trade or business in the taxing State

and have no office or place of business therein, shall not exceed five per centum for each taxable year, so long as an equivalent or lower rate of income taxation is imposed by the other State upon individuals residing in the former State who are not engaged in trade or business in such other State and do not have an office or place of business therein.

"(b) The rate of income tax imposed by one of the Contracting States, in respect of dividends derived from sources therein, upon non-resident foreign corporations organized under the laws of the other State, which are not engaged in trade or business in the taxing State and have no office or place of business therein, shall not exceed five per centum for each taxable year, so long as an equivalent or lower rate of income taxation on dividends is imposed by the other State upon corporations organized under the laws of the former State which are not engaged in trade or business in such other State and do not have an office or place of business therein.

"(c) Either State shall be at liberty to increase the rate of taxation prescribed by paragraphs (a) and (b) of this article, and in such case the other State shall be released from the requirements of the said paragraphs (a) and (b)."

In his speech presenting the budget to Parliament Mr. Ilsley discussed this matter and said:

". . . in view of the very drastic increases in taxes upon Canadian residents since the outbreak of the war we think it reasonable to increase the tax on non-residents under the Income War Tax Act from 5 per cent to 15 per cent. This rate, it will be noticed, is still lower than the effective rate of 16½ per cent payable under the United States laws on income going abroad to foreign countries in general, and very much lower than the corresponding rate applied by

the United Kingdom. The raising of this rate will mean that the United States will be released from the requirements of the reciprocal tax convention of December 1936."

In view of the action taken by the Canadian Government, the Government of the United States considers that it is released from the requirements contained in paragraphs (a) and (b) of the convention above-quoted. The Treasury Department has been advised accordingly.

#### AGREEMENT WITH FINLAND

On May 1, 1941 the Minister of Finland, Mr. Hjalmar J. Procopé, and the Secretary of the Treasury, Mr. Henry Morgenthau, Jr., signed an agreement under which the Republic of Finland will undertake to pay the sum of \$235,398 to the United States in ten annual payments with interest at three percent.

The sum of \$235,398 was payable by Finland to the United States on December 15, 1940, but was postponed under a joint resolution of Congress approved on June 15, 1940.\*

Under the terms of the agreement, Finland has agreed to pay annually \$27,390.12. These payments are to be made in two instalments of \$13,695.06 on June 15 and on December 15 of each year. The first payment under this agreement will be due on June 15, 1941.

#### FLORA AND FAUNA

#### CONVENTION ON NATURE PROTECTION AND WILDLIFE PRESERVATION IN THE WESTERN HEMISPHERE

##### *United States*

The instrument of ratification by the United States of the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere, which was opened for signature at the Pan American Union on October 12, 1940, was deposited with the Union on April 28, 1941.

\* See the *Bulletin* of December 7, 1940 (vol. III, no. 76), pp. 501-503.

The United States thus becomes the first country to deposit its instrument of ratification of this convention, which has been signed by 15 other American republics.

#### NAVAL AND MILITARY MISSIONS

#### ADDITIONAL ARTICLES TO THE AGREEMENTS OF DECEMBER 12, 1940, PROVIDING FOR UNITED STATES NAVAL AND MILITARY AVIATION MISSIONS TO ECUADOR

On April 30, 1941 separate additional articles to the Naval Mission Agreement (Executive Agreement Series 188) and the Military Aviation Mission Agreement (Executive Agreement Series 189) between the United States and Ecuador of December 12, 1940, were signed by Cordell Hull, Secretary of State, and Señor Capitán Colón Eloy Alfaro, Ambassador of Ecuador at Washington.

The two agreements signed on December 12, 1940, each effective for a period of four years from the date of signature, contain provisions for the detail of officers of the United States Army and Navy to advise the armed forces of Ecuador similar to provisions contained in agreements between the United States and certain other American republics.

The additional articles signed on April 30, 1941, which will shortly be printed as Executive Agreement Series 206 and Executive Agreement Series 207, respectively, relate to the accommodations to be provided for each member of the respective missions and each dependent member of his family and to the transportation of the household effects, baggage, and automobiles of such members.

#### TELECOMMUNICATIONS

#### INTERNATIONAL TELECOMMUNICATION CONVENTION, REVISIONS OF CAIRO, 1938

##### *Brazil*

The American Ambassador to Brazil transmitted to the Department with two despatches dated April 7, 1941, translations of two decrees published in the *Diario Official* of April 2, 1941,

whereby the Government of Brazil approves the Revisions of the General and Additional Radio Regulations and the Telegraph Regulations annexed to the International Telecommunication Convention of 1932, as adopted at Cairo on April 8 and April 4, 1938, respectively. The decrees, dated March 31, 1941, state that the regulations will be considered effective as of January 1, 1939.

## Legislation

Joint Resolution Authorizing the President of the United States of America to proclaim October 11, 1941, General Pulaski's Memorial Day for the observance and commemoration of the death of Brigadier General Casimir Pulaski. Approved April 24, 1941. (Public Law 41, 77th Cong., 1st sess.) 1 p. 5¢.

Utilization of Idle Foreign Merchant Tonnage [in American ports; authorizing requisition or purchase by the President during the emergency]. (H. Rept. 440, 77th Cong., 1st sess.) 22 pp.

Copies of Naturalization Papers of Parent To Be Issued to His or Her Children. (H. Rept. 462, 77th Cong., 1st sess.) 2 pp. 5¢.

Acknowledging the Felicitations of the Congress of Costa Rica [on passage by U. S. Congress of Lend-Lease bill]. (H. Rept. 463, 77th Cong., 1st sess.) 1 p. 5¢.

National Defense Activities—Department of State: Communication From the President of the United States Transmitting a Proposed Amendment to the Annual Budget for the Fiscal Year 1942, Involving an Increase of \$103,000 for National Defense Activities, Department of State, Emergency Fund for the President [covering administration of export-control work]. (S. Doc. 50, 77th Cong., 1st sess.) 2 pp. 5¢.

Supplemental Estimate of Appropriations for the Department of State: Communication From the President of the United States Transmitting Supplemental Estimate of Appropriations for the Department of State, for the Fiscal Years 1941 and 1942, Amounting to \$611,000 [including \$390,000 for salaries, Department of State, 1941 and 1942; \$70,000 for contingent expenses, Department of State, 1941; \$16,000 for printing and binding, Department of State, 1941; and \$135,000 for contingent expenses, Foreign Service, 1941]. (H. Doc. 192, 77th Cong., 1st sess.) 3 pp. 5¢.

Proposed Inter-American Highway; Message From the President of the United States Transmitting a Report of the Secretary of State and a Draft of Proposed Legislation To Enable the United States To Cooperate With the Governments of the American Republics In Central America in the Survey and Construction of the Proposed Inter-American Highway Within the Borders of Those Republics. (H. Doc. 197, 77th Cong., 1st sess.) 4 pp. 5¢.

U. S. GOVERNMENT PRINTING OFFICE: 1941

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